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AUTHOR Erwin, L.; Wright, E. N.
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ABSTRACT

A 2-year pilot program in Toronto, Ontario, used in-school learning centers (LC) to enable 60 variously handicapped students in three junior schools to withdraw from self-contained classes and mainstream into regular classes. To develop the program, a Special Education Work Group performed such activities as writing issue papers, visiting 12 schools, and preparing a plan to implement the LCs in eight schools with a 3-team approach. Inservice training was based on the total staff approach to ensure that regular teachers would receive adequate direction and preparation to work with students from self-contained classes. A 3-phase timeline entailed strategies for teachers prior to project implementation (phase 1), development of strategies to meet teacher and school needs early in the project (phase 2), and in-school team activity and student evaluation from the middle to the end of the project (phase 3). Implementation and operation of the LCs included pupil selection and placement, and delivery of services. Profiles and progress of LC pupils indicated such evaluation results as that 92 percent of students made good to excellent progress, and that five target pupils were mainstreamed. Documented in the appendix are reasons for limited response by principals to the pilot project. (MC)

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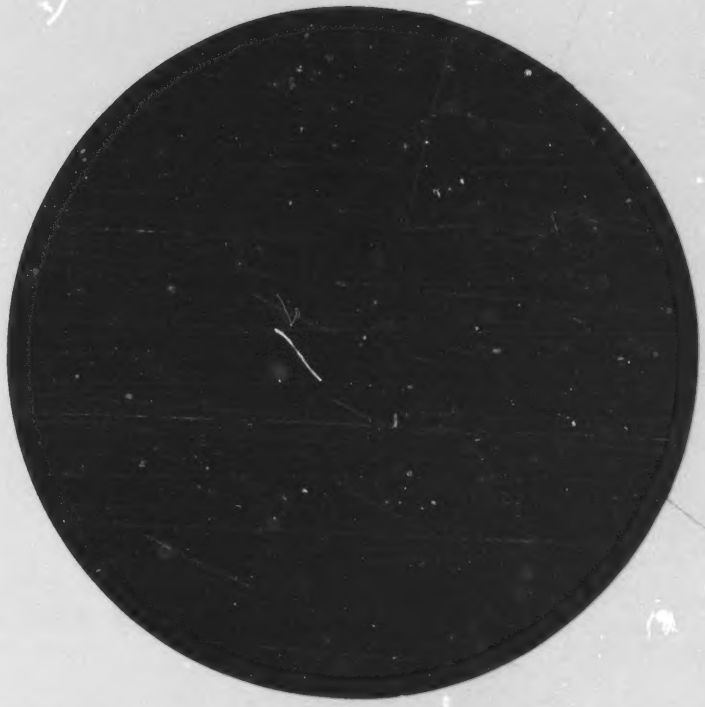

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A DOCUMENTATION OF THE IMPLEMENTATION OF THE SPECIAL EDUCATION PILOT PROJECT

L. Erwin
E. N. Wright

#168

December 1982

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INTRODUCTION

The Special Education Work Group was established on January 20, 1977 and instructed to conduct a thorough examination of the Special Education Department. Following the development of a series of Issue Papers a Draft Report (Board, 1978) was prepared which discussed issues and programs relating to Special Education and made 108 recommendations. The Draft Report (Board, 1978) was widely distributed throughout the school system in an effort to stimulate discussion and response that would help the Work Group to prepare a final report. There was a heavy response in terms of both written and oral submissions to the Work Group. The Work Group spent a year considering the responses and preparing the Consultation Draft (Board, 1980). This report discussed the concerns expressed by the respondents, and focused on a subset of the original 108 recommendations in modified form. The Final Report (Board, 1980) was an edited and refined version of the Consultation Draft and was subsequently approved by the Board on May 21, 1980.

A major recommendation in the Final Report (Board, 1980) related to the concept of mainstreaming and the establishment of Learning Centres as the method of

implementing this concept. It was proposed that a two-year pilot project be undertaken in at least eight Toronto schools. In each of these schools, it was recommended that the self-contained special program be changed to a withdrawal program with self-contained classrooms converted to Learning Centres. It was also specified that those pupils who still required self-contained placement would be provided with it.

On June 12, 1980, the Board recommended:

> "That the Director of Education be requested to prepare a research proposal, taking into consideration the Research Project Proposal guidelines, dated May 5, 1980, received from the Research Department, and including a method whereby Students in the project are identified and their progress followed throughout their attendance in the Toronto school system and elsewhere, if possible."
>
> (Board Minutes, 1980, pp. 603-604.)

This recommendation was based on the assumption that at least eight schools would participate in the pilot project and that a considerable number of pupils would be involved. Early in 1981, it became apparent that three schools, only one of which met the Work Group's specified conditions for participation, would be involved in the pilot project. Due to the small number of participating schools, the initial research proposal was no longer suitable. Subsequently, the Board recommended that:

> "The Research Department be instructed to document the implementation of the project during the Spring of 1981 and for the first school year, 1981-'82, this report to be

> submitted in the Fall of 1982. That report will suggest whether or not further follow-up of student progress is warranted. (This will require that the funds established for occasional staff be used for assistance in this project up to the equivalent of 2/3 of a Research Assistant's salary for both 1981 and 1982.)"
>
> (Board Minutes, 1981, p. 217.)

The following report reflects the research carried out in response to the above recommendation. This research is primarily descriptive rather than evaluative. As such, it attempts to focus on the process of implementation with a view to identifying the elements which contributed to a smooth implementation as well as the problems that arose and the solutions that were found. Some of the information collected about the pupils, their selection and their progress, however, will partly answer the initial questions about the outcomes of these withdrawal programs. It is also expected that the documentation of these experiences will be useful to others when they are planning to introduce new programs or other changes into schools. The report will also provide partial insight into some of the major factors relating to both the conversion of self-contained programs to withdrawal programs and to the dynamics involved in initiating these programs.

HISTORY

Following consideration of the Decentralization Study Group's recommendations (see minutes of the Board, 1976, pp. 488-489) the Special Education Work Group was established in January 1977 to conduct a long-term study of the Special Education Department. The history of the Work Group's reports and activities is summarized below and outlined in Figure 1.

On March 3, 1977, the Board approved the "terms of reference" which stated that a thorough examination of the different aspects of Special Education should be undertaken. The aspects of Special Education that were to be reviewed included its historical background; a review of current literature; staffing; student selection; delivery of service; supervision; professional development; interrelationships; and current legislation. The Work Group was also instructed to receive written and oral submissions regarding Special Education from a variety of individuals and groups including "school personnel, the Ontario and Toronto Teachers' Federations, Elementary and Secondary School Principals' Associations, trustees, Toronto Home and School Council, Association for Children with Learning Disabilities, VOICE, parents' groups and other interested individuals".

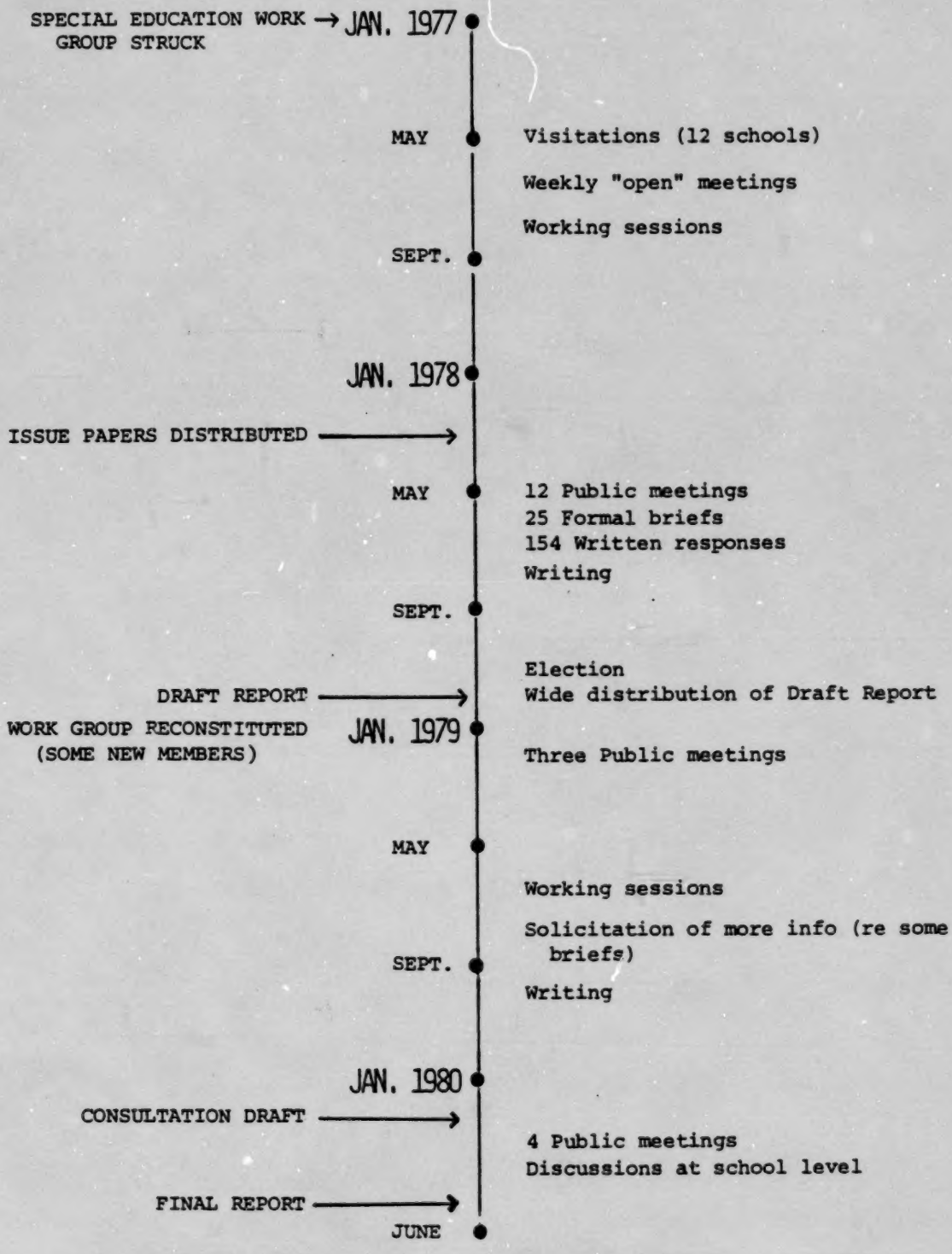

Figure 1. Outline of the Special Education Work Group's reports and activities.

The Work Group consisted of seven trustees (one of whom acted as Chairman), a liaison person appointed by the Director of Education, two advisors also appointed by the Director, one from the Special Education and one from the Student Services Department, and one Research Assistant. The Work Group was also given the power to co-opt additional members as required.

To comply with the "terms of reference" the Work Group undertook several activities. They established a visitation format which involved a series of visits to programs in twelve schools during May and June of 1977. The Work Group held weekly "open" meetings. During 1977, the "Special Education Issue Papers" were drafted and responses were requested. The issue papers were concerned with the following aspects of Special Education: Assessments; Aims and Goals; Special Education in Elementary Schools; Curriculum; Special Education in Secondary Schools; Organization; and Race and Class Bias.

The Issue Papers which are reproduced as an Appendix in the Draft Report (Board, 1978) were distributed in March 1978. During May and June 1978, twelve public hearings were held throughout the city. Twenty-five formal briefs were presented at the hearings, many of which were in response to the Issue Papers. In addition, 154 written responses to the Issue Papers were received by the Work Group. All of this input was considered by the Work Group in writing the Draft Report (Board, 1978).

The Draft Report (Board, 1978) was completed after more than a year and a half of work. It is a large report (159 pages) that attempts to review the quality of Special Education as well as assessing the need for, and the method of, providing its services to the "great variety of exceptional students" in the Toronto system, in both elementary and secondary schools.

The report places a strong emphasis on increasing the number of Learning Centres in the system. The Work Group felt that an increase in the provision of withdrawal support would reduce the need for self-contained classes. It considered this to be a form of mainstreaming, maintaining pupils with certain difficulties in regular classrooms. Learning Centres are designed to provide the added support and specialized help needed by these pupils. The Learning Centre teacher, who is helped by an educational assistant, usually works with a total of 15 to 20 pupils for approximately one hour each day either individually or in small groups. In addition to providing specialized instruction for the pupils, the Learning Centre teacher is also a resource teacher to the regular class teachers within the school. The Draft Report (Board, 1978) recommends that the Special Education Department undertake the establishment of a Learning Centre in each school. The Learning Centre was seen as meeting the needs of many of the pupils who currently had been receiving help in one of the following programs:

Reading Clinic; Itinerant Perceptual; Itinerant Behavioural; Special Program - Withdrawal; or Resource Room. Placement in self-contained classrooms would still be provided for pupils who required it.

The election of school trustees in the Fall of 1978 resulted in some changes that were reflected in the membership of the Work Group. One of the last acts of the previous Board was to receive the Draft Report and recommend that it be widely circulated.

The Work Group held three public meetings (January 1979) in various parts of the city. It also invited some groups to attend working meetings of the Work Group to clarify their response to the Issue Papers. In addition to this input, the Work Group also received sixty-one written responses to the Draft Report. The responses represented a wide variety of interest groups, including parents, teachers, pscyhoeducational consultants and reading clinicians.

The Work Group seriously considered this new input, three quarters of which was supportive of the recommendations. The recommendations that generated the greatest reaction related to the role of the psychoeducational consultant within the Curriculum Division's responsibilities, the provision of assistance to pupils currently in Reading Clinics through a Learning Centre Program and the role and title of the Special Education Consultant. The issue of Reading Clinics

generated the heaviest response: the Work Group received a number of written briefs and a petition with 131 signatures requesting that Reading Clinics be retained.

Coincident to the distribution of the Draft Report the Ministry of Education drafted the Ontario Regulation 704 which contains major implications for the provision of Special Education Services. Seventeen of the recommendations from the Draft Report were implemented as a direct consequence of this legislation. The Consultation Draft (Board, 1980) was prepared by the Work Group and widely distributed in February 1980. The major proposal was to establish Learning Centres (on a two-year pilot basis) in at least eight schools, by converting existing self-contained classes. This proposal reflected much of the philosophy of the previous draft as far as mainstreaming was concerned but provided more focus by proposing a particular plan.

The proposal stressed the necessity for communication, co-operation and co-ordination between Special Education teachers and regular classroom teachers in order that pupils, defined as exceptional, would find support in regular classrooms. The proposal also required a close liaison among the Curriculum Division, Special Education Department, ESL and Student Services. Following the distribution of the Consultation Draft early in February 1980, four public meetings were held, one in each area, as well as a fifth meeting for staff at the

Education Centre. These public meetings, which were well attended, required that at least five trustees and staff be present at each meeting to discuss the report and its recommendations. In addition to the public meetings, many individual schools held meetings with their communities in which parents, trustees and staff discussed the implications of implementing the proposal in their particular schools. The responses to this report were considered when the Work Group drafted the Final Report.

The Final Report (Board, 1980) was received and approved by the Board on May 21, 1980. The Final Report restates the proposals outlined in the Consultation Draft (Board, 1980) outlining the proposed guidelines for the development and implementation of the pilot project.

In the schools that opted into this plan, there would be some pupils presently in Special Program (Primary, Junior) who would be placed in regular classrooms with Learning Centre assistance. Others might still require self-contained Special Program (Primary, Junior) placement. Depending upon numbers, these pupils might be educated in their own school's Special Program (Primary, Junior) class, if there was to be one. If there was no class, or if the class was to become a Learning Centre, such pupils might be placed in a nearby school that had a Special Program (Primary, Junior) class.

Pupils in schools that opted into the plan, who were currently receiving support help in a Reading Clinic would

have the option to receive such support in a Learning Centre or to continue receiving the support in the Reading Clinic. Pupils in the project school who were newly diagnosed as having reading difficulty would receive their assistance in the Learning Centre.

At least once a year a pupil's participation in the Learning Centre Program would be reviewed and an appropriate program decision made.

In-service for the staff of the participating schools would be carried out in a co-operative fashion by the staffs of the Curriculum Division, the Special Education Department, ESL and Student Services.

The main objective of the plan for the implementation of the Learning Centre, as outlined in the Final Report (Board, 1980), was to use the staff, which were provided to the schools because of special allocation from the English as a Second Language, Special Education (i.e. Primary, Junior) and Inner-City allotments in junior schools, to reduce class size. A "team work" approach was to be adopted which would involve three teams of teachers with all staff members in the junior division joining one of the teams. The composition of each of the three teams was designed as follows: one team would consist of staff members who had a few of the Learning Centre pupils in their classrooms, and who would be responsible for working with Learning Centre staff; a second team would consist of teachers who had ESL pupils in their class and who would

work with the ESL consultant; the third team would consist of teachers who did not have these pupils in their rooms and they would be expected to work with Curriculum consultants to develop local curricula suitable for the pupils in the school.

The Final Report (Board, 1980) also outlined a suggested procedure for the implementation of the pilot project:

-advertise the proposal;

-form a Selection Committee;

-consult with interested schools;

-select pilot schools prior to October 30, 1980 and present the list to the Principal Officials for information and comment prior to its presentation to the School Programs Committee and the Board;

-design teacher in-service based on input from selected schools. Pre-implementation of plan, i.e. consultation and in-service would occur after November 15, 1980;

-organizational implementation (part of the staffing model) in pilot schools for the 1981-'82 school year by April 15, 1981;

-decide on the expansion/rejection of the project, which will include up to 8 pilot schools on or before June 30, 1984.

With the presentation of its Final Report, the Work Group had completed its mandate and ceased to exist.

However, the supplementary matter of research for the pilot project was considered at the next meeting of the Board. There was also to be an implementation report from the Director. The implementation report was delayed because of Bill 82 which dealt with the provision of Special Education services by Boards of Education. The original plan had been to build the implementation report around whatever requirements were contained in Bill 82. Amendments and delays to finalizing Bill 82 made further delay of the implementation report inadvisable and the implementation report was presented to the Board on November 20, 1980. (Minutes of Board, 1980, pp. 1078-1083.)

A process was outlined for informing and consulting with the schools and a Selection Committee was designated. The following criteria were to be used in selecting schools for participation:

" -at least one school should be selected from each of the four Areas;
-no more than three schools from one area;
-the number of Special Education Programs, particularly Special Program (Primary, Junior), in the school;
-the number of English as a Second Language Programs in the school Inner-City rating;
-the school's readiness to participate in the program, i.e. commitment of staff and parents.

It should be noted that participation in the Pilot Project is restricted to junior schools. Inner-City Project Schools will not be eligible for participation."

(Minutes of Board, 1980, p. 1081.)

After consultation with the interested schools, the

selection committee would make a final decision as to which of the schools would be chosen to participate in the project. The objective was to have eight schools participate in the pilot project.

The implementation report also outlined the in-service programs which were to be carried out in three phases.

Phase I would run from March break to June 1981. It would consist of a "core in-service" program to be undertaken in all Pilot Project schools. It would be designed to provide the regular classroom teacher with curriculum strategies to teach: (a) pupils with various learning problems; (b) inner-city pupils; and (c) English as a Second Language pupils. This would help them meet these pupils' needs within the regular classroom setting. The in-service was to be organized by an in-service team consisting of the Inner City Co-ordinator, the Assistant Superintendent, Special Education, the Co-ordinating Principal of English as a Second Language Programs, the Chief of Student Services, and a Subject Co-ordinator designated by the Superintendent of Curriculum and Program. This team was to work closely with the school "Curriculum Co-ordinator" in each of the Pilot Project schools. The in-service would be provided both during school release time (50%) and teacher's personal time (50%). Phase II, from September to December 1981, would be directed towards determining each school's specific

additional in-service needs which would be provided in Phase III from January to June 1982.

The third phase would include a review and consultation within each school to determine whether there was a need for further in-service. Ongoing consultative support would be provided to Pilot Project schools on an individual teacher or school-wide basis throughout the two-year Pilot Project.

The opportunity to participate in the Pilot Project was advertised in the schools in December 1980. Only three schools volunteered for the project. The reasons for this low number were the subject of a survey that was undertaken at Board request. It is discussed later.

The basic concept of the pilot project, was to use the Learning Centre to replace self-contained programs and thus to "mainstream" pupils. The pilot project was designed to act as a "trial run" to examine this concept in practice and ensure that the knowledge gained from the pilot project schools could be generalized to other schools in the system.

It should be noted that although the criteria for participation in the project were not met by two schools, none of the plans for the project were revised. The pilot project was implemented in each of the three schools as close as possible to the outline specified in the Final Report (Board, 1980) and the implementation report.

RESEARCH COMPONENT

In each of its reports, the Special Education Work Group mentioned some type of a research component. During the public meetings which followed the distribution of the Consultation Draft (Board, 1980) a consortium of professors from O.I.S.E. submitted a brief which consisted of a research proposal.

This proposal for a formative evaluation suggested that the O.I.S.E. staff would, along with other research aspects, assist in implementing the "mainstreaming" and provision of in-service programs to the schools involved. Following discussions, the Work Group asked for a set of guidelines from the Research Department. These were prepared to help provide the Work Group with a framework for considering any research activity related to their report.

The motion finally passed at the Board, and quoted below, was the result of an amendment that attempted to accommodate different points of view within the Work Group. One position was that an external group with a commitment to formative evaluation would play a key role in ensuring that the project was implemented. Another position was that staff already employed by the Board

would ensure the implementation and also that no single group should be selected to conduct the research solely because they had already submitted a proposal.

While the Work Group did not indicate the form that the research should take, it did suggest that the research should consider the documentation and evaluation of the project and that pupil progress should be a key component. In the motion passed by the Board, there was a direction to form a Research Advisory Committee to explore the possibility of developing a joint Research Proposal with contributions from a number of possible collaborators. Specifically, it directed that:

> (a) That the Director of Education be requested to prepare a research proposal, taking into consideration the Research Project Proposal guidelines, dated May 5, 1980, received from the Research Department and including a method whereby pupils in the project are identified and their progress followed throughout their attendance in the Toronto school system and elsewhere, if possible.
>
> (b) That the Special Education Work Group (perhaps a Research Advisory Committee) review in detail the research proposal as it is being developed; and
>
> (c) That the Director of Education, in consultation with the Assistant Superintendent of Special Education, the Principal of Hospitals and Institutions, the Co-ordinator of the Student Services Department, the Inner-City Co-ordinator, the Chief Educational Research Officer and the Research Associate, explore the feasibility of a joint research proposal with a number of possible collaborators, including Mr. Andrew Effrat, the Dean of the Faculty of Education at York University.
>
> (Board Minutes, 1980, pp. 603-604.)

A Research Advisory Committee was formed, composed of the Superintendent of Professional Services, the Chief Co-ordinator of Special Education (formerly the Principal of Hospitals and Institutions), the Assistant Superintendent of Special Education, the Inner City Programs Co-ordinator, the Chief of Student Services, the Chief Educational Research Officer and the Research Associate.

The Advisory Committee met on September 9, 1980, to plan for initiating discussions in an effort to determine which groups or persons might be interested in collaborating on the development of a joint research proposal. At this time, the possible sources of funding were not established and it was being assumed that the Special Education Project, when enacted, would closely approximate the theoretical model outlined in the Work Group's Final Report (Board, 1980) (i.e. eight schools would be involved which would meet the criteria for acceptance into the project). Thus, when the various representatives were asked to collaborate on the proposal, no consideration had been given to the type and amount of funding that would be needed or might be available. Implicitly, some may have thought that the Board would provide funding , others may have expected the Ministry of Education to help support the research. Potential problems related to timing a request for funds and the timetable for the implementation were never explored.

Representatives from York University and the Ontario Institute for Studies in Education (O.I.S.E.) were written and supplied with appropriate excerpts from the Board minutes and the Final Report (Board, 1980) from the Work Group. Everyone contacted expressed an interest in exploring the development of a joint proposal, either themselves or through their colleagues. This group of representatives (which was designated as the Research Group) met with the Research Advisory Committee to discuss the direction the research might take, to identify the areas that should be considered in the evaluation and examination of the implementation, and to examine the way in which the group might function. It was decided, due to the way in which the group had been constituted and the different interests of the professors, that it would attempt to function as a consortium with different elements being discussed, developed and delimited by individuals or small groups. It was decided that four basic elements would be included in the evaluation. First, the evaluation would have both formative and summative components; second, both qualitative and quantitative information would be collected; third, there would be data regarding the progress of individual pupils; fourth, organizational and group processes would be studied in the class, in the home and in the school (to the extent that all of these were possible). Based on these discussions, four separate proposals were prepared,

each of which would collect different kinds of data in different ways (paper and pencil tests, interviews, observations, etc.).

In each of these four proposals the objectives and methods of the research were developed. The proposals concentrated on different aspects in the evaluation of the Learning Centre in the Special Education Project. Each proposal represented a focus on a specific area of interest. These areas were as follows: (1) the effect of teacher attitudes and methods of instruction on the academic and social development of Learning Centre children; (2) a comparison of three different types of Learning Centre Programs and case studies of the children mainstreamed as a result of the pilot project; (3) classroom experiences of teachers and pupils participating in the pilot project; (4) a description and evaluation of the key components of the implementation process. In addition to these "major" areas of interest, several related sub-areas of concern were also outlined. Because of the complex and fragmented way in which the planning for the research was undertaken and the different areas of expertise that were represented, it was decided to start with the separate proposals and attempt to fashion them into a multifaceted, integrated whole.

The Research Group discussed the form that the proposal should take, and the methods that would be used to implement the types of research suggested in the

proposals. The four proposals were lengthy and provided detailed descriptions of the type of research that was being proposed. The development of the proposals and attendance at the meetings represented a substantial amount of time that was being invested by all members of the Research Group. As funding had not been established, this time was not being remunerated. The expectation, on the part of the Research Group, appeared to be that although this time was not being paid for, it was time that was being invested in a research project that once enacted, would be funded. Interestingly, funding was not discussed at the meetings although possible costs of the various proposals were mentioned.

It was not until January 1981, when the group met to consider a draft of their collective proposals, that the limited response from schools interested in participating in the project could be clearly stated. As had been discussed at the Research Advisory Committee meeting that preceeded this meeting, the group of researchers was told that the proposals were inappropriate for the situation that had eventually developed. No more than three schools would be taking part in the project, and in only one, would a self-contained class be converted to a Learning Centre; the number of pupils involved in the project would be far fewer than the research proposals anticipated or required.

The Research Group realized that their proposals were

no longer feasible in light of the small number of participating schools. They also agreed that the original request to the Board for a research project to be an integral part of the pilot project would be difficult, if not impossible. The Research Group expressed an interest in still being able to be a part of the project and began to re-examine the kinds of contributions which they could make; their expertise; the questions which still might be addressed, and the kind of strategy they might propose. Based on these discussions, they supplied the Research Advisory Committee with suggestions for the form that Research might now take.

The Research Advisory Committee decided that the limited participation of the schools made it inappropriate to develop any joint proposal for submission to an external source, such as the Ministry of Education, for funding. It also decided that it would not be appropriate "to use the existence of this process as a springboard for a study that went outside the parameters of the participating schools". The Research Group was informed of this decision. Members of the Research Group expressed disappointment that they would not in any way be part of the project and seemed somewhat frustrated by and angry at the process through which their participation had been solicited and the research proposals had been developed. The major source of their frustration appeared to be the lack of clarity that had been used in describing the

contingencies on which the realization of the research proposals depended. These contingencies included the possibility of few schools participating, schools participating where no classroom conversion occurred, the structuring role of the Research Advisory Committee (consisting of only Board staff) which met independently as well as with the Research Group, the lack of any likely source of funding, and the lack of strategies for either selecting or developing a single proposal which would be less massive than a collection of several proposals.

The Research Advisory Committee felt that the small number of pupils involved in the project would be inadequate to provide reliable information on which to evaluate pupil progress within the project. Rather, they recommended that the Research Department be instructed to document the implementation of the pilot project during the spring of 1981 and for the first school year, 1981-1982, and that this report be prepared for the fall of 1982.

PROCEDURE

In response to the Board's directive, the Research Department hired a Research Assistant in March 1981. The assistant began to document the implementation of the Special Education project immediately, as well as documenting the planning and organizing of the project that had already taken place.

Since no more than a handful of pupils were going to be changing programs, no reliable comparison study could be mounted to study these pupils in relation to another comparable group of pupils who were remaining in a self-contained class. The purpose of the research was rather to describe and document the implementation process.

From a synthesis and analysis of the data would come a sense of the way in which the project achieved its goals. Also, the documentation might suggest implementation strategies for future activities.

There was little in the way of traditional research design, instead, there were several data sources that were tapped and used to provide the basic collection of information from which this report was developed. The initial history of the project was based on existing Board documents. Tape recordings were made of the meetings of

the Research Group, the Research Advisory Committee, the In-service Planning Committee and the initial meetings with the three participating schools. Summary statements about these meetings were informally checked against memories of some of the participants. The in-service programs (Phase I) were attended and observed by the research assistant and the participants were also asked to complete a brief questionnaire.

In the late spring, a series of visits to each school began the process of introducing the research assistant as an observer in the schools and in the classrooms. During the following year, each school was visited between a day, and a day and a half, weekly. (There were variations in the actual schedule depending in part on school activities.) These visits were to observe all in-service activities, the operation of the withdrawal program and the performance and behaviour of the pupils, both in the withdrawal programs and the regular classrooms. These observations were supplemented by the observations of staff (school staff and support staff) who were informally interviewed about both the implementation of the program and the progress of the individual pupils.

The massive collection of field notes were synthesized using what is sometimes referred to as triangulation strategy. For each question asked about the program, the data were searched to see whether the answer was similar in all three schools, whether there were two

or more independent sources of data supporting the answer and whether there were data which suggested an alternative answer that had to be taken into account. In many cases, this process led to a few brief statements which summarized extensive notes of day to day activities. Although only three schools participated in the project, and thus in the study, a strenuous attempt has been made to organize and present the data free from the characteristics of an individual school. For one reason, the report is not an evaluation of pupils, teachers or principals, but an examination of a process, for another reason, readers will not accept the possible generalizability of data if they think it is true only of one person or one setting. More important, the report undertakes to ensure the confidentiality and anonimity of the schools and in particular, their staff and pupils.

SCHOOL SELECTION

The opportunity to participate as a Pilot Project School was advertised to all principals in the Weekly Circular of November 28, 1980. The Final Report (Board, 1980) and the implementation report were attached to the circular to provide the schools with information about the project; the application procedures; the time line involved; and restrictions in participation (i.e. only junior, non-Inner-city project schools were eligible). The advertisement also stressed that applications for participation should be made by January 16, 1981 and that the application should indicate how staff and parent commitment to the project had been obtained.

The proposal outlined the "advantages" that would be provided to schools that were selected for participation. In brief, these were that $5,000.00 would be allotted to the school to be used for any supplies needed because of the project; an extra staff person would be provided to the school for the two-year period so that Learning Centre would not be charged to the school during its development; and an in-service program would be provided to help prepare the staff for the implementation of the Learning Centre. The "cost" attached to being a project school

represented added staff responsibility, an investment of staff time in the in-service program, as well as fairly strict guidelines regarding staff allocation.

A public meeting was held, in each school which volunteered, to discuss the pilot project with the school staff and the pupil's parents. Representatives from the departments involved in the project described it and answered questions. The meeting was designed to outline different aspects of the project to the "potential" participating schools. The purpose of the meeting was to provide staff and parents with information that would assist them in making their decision as to whether or not they would participate. However, the "tone" of the meetings as revealed in the types of questions that were asked and the nature of the discussion, indicated that the people attending the meeting were operating on the assumption that a decision had, to all intents, been made regarding their participation in the project and that they were, in fact, the Special Education Pilot Project Schools. This can be accounted for partly by the scheduling of the meetings - they were held in February 1980, a month after the schools had applied and less than a month before the in-service segment of the project was to begin. Thus, these meetings did not play a role in the schools' decision to participate in the project but rather they answered questions that related to issues regarding the implementation of the project. The Work Group had

anticipated that at least eight schools would participate in the project. One of the assumptions, although it was not explicitly stated as a criterion for acceptance, was that participating schools would presently have a self-contained classroom which would be converted to a Learning Centre. Of the three schools that applied for participation in the project, only one had a self-contained classroom. Due to the limited response to the project, all three schools were accepted.

At the School Programs Committee meeting on March 9, 1981, it was decided:

> "That the Director report to the School Programs Committee meeting of Tuesday, April 21, 1981, on the reasons for the limited response to the Special Education Pilot Project proposal, with particular regard to all Inner City Schools (with the exception of Inner City Project Schools), and that the Report suggest what adjustments to the proposal would be necessary in order to ensure greater interest and participation."
>
> (Report #81-19)

To meet this request, a two-part survey was conducted. The first part of the survey consisted of telephone interviews with school principals which were conducted and analyzed by the Research Department. The second part, conducted by the Chief of Student Services, the Inner City Coordinator and the Assistant Superintendent, Special Education, consisted of visits by them, as a team, to six junior schools. The results of their observations were also summarized. The full report

is included in the Appendix.

The most frequently cited reason for not participating in the project (45% of the principals) was that their school did not meet the criteria for participation. This is interesting in light of the fact that only one of the participating schools met the criteria. Some of these principals would have volunteered if they had thought they might be considered. This does have implications for planning and implementing future projects that have similar formats.

In examining the results of the survey, it is interesting to note that the concerns which are expressed are similar to some of the concerns voiced by the staff from the participating schools at the preliminary meetings, e.g., there is too much else going on; there is not enough time to plan; and the proposal is not clear.

The three participating schools were actually quite different in their orientation to the project. The project schools had principals with very different administrative styles; the size and composition of the pupil populations varied; types of special programs already in the schools were different; and the existing pattern of interactions among the school staffs was markedly different.

IN-SERVICE PROGRAM

As outlined in the implementation report, the general purpose of the in-service was to establish a "total staff approach" which would involve all the teachers in the pilot project schools.

The objective of the in-service program was based on the original plan developed by the Work Group. This plan envisioned a large number of pupils being returned from self-contained classrooms, to regular classrooms, with support from withdrawal programs. The strong emphasis on the in-service program was included in the Work Group's report to ensure that the regular classroom teacher received adequate direction, support and preparation to deal with what was seen as a new job.

The objectives of the in-service were to facilitate and promote the setting of educational objectives, consistency in pupil evaluation, local program development and the sharing of special expertise of staff members. The three phases of the in-service program were designed to meet one or more of these objectives. The focus of each phase also corresponded to the time line of the implementation of the Pilot Project. Phase I took place prior to the implementation of the project in the schools

(March to June 1981) and focussed on providing teachers with strategies to teach children with various learning problems both in the regular classroom and the Learning Centre. In effect, it can be viewed as a "preparatory" phase. Phase II occurred in the initial months of implementation and was aimed at determining each school's specific in-service needs as well as providing teachers with resources and information that would help them develop programs for pupils in the Learning Centre and in the regular classroom. This was a developmental phase that was focussed on ways to most effectively implement the project within the schools. Phase III took place during the middle and final stages of the first year of implementation in the schools. It was directed at evaluating the progress of the target pupils and deciding what future in-service needs the schools had.

This was to be accomplished by the development of an in-school team which would include the principal, regular and Learning Centre teachers, psychoeducational consultant and Special Education consultant. At different times in the school year, the team would discuss each pupil in terms of his/her program, progress and future participation in the Learning Centre. This phase also focused on reviewing the project both in terms of what had already occurred and what would be required, in terms of in-service, during the second year of implementation.

Planning of the In-service Program

The basic format of the in-service program was outlined in the implementation report (Minutes of Board, 1980, p. 1082) and is highlighted below. The first phase was to be,

> "a 'core in-service' program ... to provide the regular classroom teachers with curriculum strategies to teach children with various learning problems, Inner-City children and English as a Second Language children both in groups and individually within the regular classroom setting".

This first phase of the in-service was to be,

> "provided both during school release time (50%) and teacher's personal time (50%). Release time of the teachers will be provided through occasional teaching staff".

The second phase (September - December 1981) was to,

> "...consist of determining each school's specific additional in-service needs and providing the required in-service".

The third phase (January - June 1982) would consist of,

> "...a review and consultation carried out within each school to determine if there is a need for further in-service".

These phases were not to interfere with the, "ongoing consultative support..." for individual teachers and the school.

In-service Planning Committee

The In-service Planning Committee's meetings occurred in January and February 1981 and involved representatives from Special Education, Curriculum, Student Services, E.S.L. and Research. The meetings focussed on the

planning of Phase I and discussions were held regarding the core curriculum of the program and the form and type of contribution that each of the represented departments would make. It was decided that Phase I would consist of six sessions that would constitute 16.5 hours of in-service; 6 hours, plus 2 optional, of school time and 6.5 hours, plus 2 optional, of "out-of-school-time".

Subsequent meetings considered information and opinions about the interests and concerns of teachers regarding the program. These meetings focused on school-related factors, regarding ways to successfully implement the project. Issues such as release time; content of the in-service program; staff allocation; the role of the regular classroom teacher; the role of different departments in the program; and the development of the school "team approach" were discussed. Each of the departments presented an outline of the topics they wanted to cover in their in-service session and the methods they wanted to use to present the material. It was decided that Phase I would consist of each department presenting their individual interests in different sessions but that, as much as possible, each session would be related to the previous ones.

The Issue of Release Time

The two major issues raised by the school staffs relating to Phase I were first, the amount of teacher's

time required for the in-service, and secondly, the nature and method of presenting material at the sessions. Several teachers expressed unfavourable opinions about the amount of their own time required for the in-service. They felt that given other demands on their time, i.e. other projects they were involved in, extra-curricular activities, etc., eight hours was an excessive amount of time for them to make available. They wanted more "release time" provided by occasional staff rather than using their own time. Not all teachers had attended the preliminary meetings nor had others heard and understood that this was going to be part of the project's requirements. Many teachers also expressed concern about being presented with material they were already familiar with and/or, as one teacher put it, "we need interaction, we do not want to be talked at for two hours". In response to these concerns, and in an effort to elicit a favourable attitude towards and commitment to the in-service sessions, the In-service Planning Committee made the original design for Phase I more flexible. It was decided that Phase I would be divided into six sessions. There would be an orientation meeting, four sessions each of which related to a specific area (e.g., E.S.L. and Curriculum), a mini conference, and an optional two-hour session available upon request. The sessions relating to specific areas would last one hour each (school time), staffs were split in two, the sessions

repeated and then for forty-five minutes at the end of the day (teacher's own time) there was a general "all staff" discussion relating to the content of that day's session. There was also a further half hour of time scheduled following the general discussion which was to be optional for the teachers. The orientation sessions (two hours) and the mini-conference (75 minutes) were held on the teacher's own time. The "optional time" was not used and the teachers were required to spend six hours of their own time on the In-service Phase I. Phase II and Phase III did not require the teacher's "own time" but many teachers did spend their lunch hours and after school hours discussing the project with the Special Education Consultant and with the research assistant.

Implementation of the In-service Program

Phase I

Six sessions were planned and the "optional" seventh session was not used in any school. The first session was a joint one for all the staff from the three participating schools. Attendance was not taken but a rough count suggested most but not all (over three-quarters) teachers attended. At this introductory session, the history of the project and of the Special Education Work Group was sketched. The research component and the role of research was presented and the research assistant introduced. The

plan and purpose of the in-service was also presented with an emphasis on the facilitation of the team approach.

Sessions two through five followed similar formats, an oral presentation (given by a representative from the department that planned the session), was followed by a short question and answer and discussion period. Questions and answers during the oral presentation varied, depending on both presenter's style and the content. These sessions were held at each school and for some topics there were different presenters at different schools, depending on which consultant served that area of the city.

The second session was presented by the Special Education Department. The topics that were discussed included identification of potential candidates, referral procedures, operational models and the interface between the Learning Centre and regular classroom. The third session was handled by Student Services and dealt with procedures for initiating psychological assessments, methods used for assessment, different types of "learning problems", ways of identifying a pupil's specific problem, and the ways the teacher could help these pupils. The fourth session, which was handled by the Curriculum Division, was divided into two major areas of discussion. The Language Policy Paper, was distributed and its key points were identified and discussed. Methods for implementing some of the Language Policy recommendations

were presented. The English as a Second Language (E.S.L.) Department was responsible for the fifth session. The Board's definition of an E.S.L. pupil was given; the philosophy of the E.S.L. Department was outlined; the procedure for E.S.L. allocation was described; and the goals of the E.S.L. program were discussed.

The last session was the mini-conference which was held at one school with staffs from all the participating schools attending. The conference began with an informal half-hour "coffee and pastry" session. Participants then went to the workshop that they had previously elected to attend. The following four workshops were held:

(1) Student Services - Teaching Strategies for Dealing with Special Students in Regular Grades.

(2) Special Education - Identification and Specific Programming Suggestions to meet Individual Learning Styles.

(3) Curriculum - Learning to Read - The Great Debate.

(4) Special Education - Understanding and Dealing with Students' Behavioural Needs.

A fifth workshop, "The E.S.L. Student In the Regular Classroom" was also planned but was cancelled when nobody elected to attend it. The Learning to Read session had the largest number of participants - the other sessions had approximately equal numbers of people attending.

After the last workshop, all teachers in the schools were asked to complete a questionnaire, rating the major

parts of each session on both its clarity and usefulness (on a five-point scale).

There were twenty-six respondents, most of whom rated every session. The ratings for the parts of any given session were nearly identical. Also the ratings on "clarity" and "usefulness" were similar for any given question. The various sessions, however, were rated quite differently. Those dealing specifically with pupils with learning problems received the most positive ratings. The Introductory session was not rated very positively nor was the material relating to the Language Policy Paper and some implementation tactics.

Three comments given by teachers who responded negatively to these sessions were: "they (the sessions) were purely political"; "there was very little new information given, it was redundant and insulting"; and "there was no new or interesting information presented - it was boring!".

The sessions that were positively rated, elicited comments that were almost in complete opposition to those listed above, for example: "there was a lot of new information given, I found the session(s) very stimulating!"; "I learned a lot about new types of teaching strategies to deal with specific learning problems that I was previously unfamiliar with"; and "the material presented was fascinating; in fact, I am reading one of the books that was recommended".

One comment that was frequently made about Phase I, which was not tapped by the questionnaire but heard during discussions with the staff, was that the scheduling of the sessions was not planned properly. These comments related to three factors: one, that a session was planned during Education Week when many of the school staff were involved with other activities and could not attend; second, the "after school" discussion periods that followed the sessions were scheduled without taking into account what other "after school" activities were occurring that day; third, many teachers, either because they were new to the school in the fall of 1981 or because they did not know they would be involved in the project until after staffing changes, did not attend the in-service Phase I sessions. To counteract the third "problem", specific in-service sessions were repeated in the Fall of 1981 and 1982 for teachers who were interested in attending them but could not during the Spring of 1981.

Phase II

Phase II of the in-service program was implemented from September 1981 - December 1981. It consisted of determining each school's specific in-service needs and providing the required in-service.

Discussion with administrative, teaching and resource personnel was undertaken at each of the schools in an effort to develop an in-service plan that would meet the

needs of each school. The focus of Phase II was to develop and provide appropriate educational programs for exceptional pupils through the use of the "team approach". The "team approach" involved communication co-operation and co-ordination of the Special Education, Student Services, Curriculum and E.S.L. personnel with the resources of the school. A "consultation team model" was adopted. Personnel from the above-mentioned departments held joint meetings in which they discussed programming and the appropriate teaching strategies for both individual pupils and groups. The identified pupil population in the three schools varied significantly, thus the nature of the Phase II program differed among the schools. In two schools, the basic format for Phase II was very similar, in the third school Phase II was not developed to the same degree that it was in the other two schools. The third school underwent significant staffing changes in the Fall of 1981; only three teachers involved in the project in the Fall of 1981 had taken part in the early stages of the project or in the In-service Phase I. This school did not have the "commitment" to Phase II that the other schools did. In this school, Phase II consisted of consultation between learning center teacher, vice-principal and Special Education consultant. Evaluation meetings which required release time were held although the team approach never developed. The following brief description of Phase II thus applies specifically to

only two of the three participating schools.

Consultation meetings were held approximately twice a month during this phase. The principal, Learning Centre teacher, pscyhoeducational consultant, regular classroom teacher, Special Education consultant and Curriculum consultant attended the majority of meetings. When appropriate, the E.S.L. consultant also attended. Usually, the regular classroom and/or Learning Centre teacher would discuss a pupil in terms of his/her particular needs and the "team" would share possible teaching strategies and resources that could be effective in implementing them, drawing from their specific fields of expertise. Subsequent meetings were used to discuss different pupils, examine the progress of pupils already reviewed and discuss the "success" of strategies that had been introduced at earlier meetings.

Judging from comments made by staff, during interviews regarding Phase II, it appeared to have been very successful. Several teachers remarked that it was the "most effective and interesting" in-service program that they had ever been involved in. Other frequently heard comments were: "It (Phase II) was instrumental in helping to effectively organize and program for my class this year." "I had access to and made use of resources that I previously had been unaware of." "I found that the meetings (Phase II) really enhanced communication between all of the resource people and that this enabled me to

develop a much more comprehensive program for my students." and "My only criticism is that I wish we (teachers) could have more of this type of in-service - it really helped me cope with my class this year."

Phase III

Phase III operated in the Spring of 1982. It consisted of reviewing the progress of the target pupils and making decisions based on three considerations: (1) should they remain in the Learning Centre or be returned full-time to the regular classroom; (2) if they remained in the Learning Centre should their program or time spent in the Centre be changed; and (3) if the pupil is not progressing in the Learning Centre, what would be the most appropriate placement for them to recommend. Other topics discussed were the family and social background of the pupils, their placement in the Fall of 1982, and the admission of new pupils into the Centre (this was also discussed during Phase II).

The principal, psychoeducational consultant, Learning Centre teacher, regular classroom teacher and Special Education consultant, all provided input in Phase III. The OSR, Learning Centre reports and psychological assessments were shared and discussed during this phase. Basically, the meetings consisted of reviewing the progress of the target pupils and deciding, on the basis of this review, the most appropriate program/placement for

the pupil. The data gathered on the pupils during this phase will be presented in a later section.

A primary purpose of the in-service program was to encourage a team approach among personnel of different expertise that would co-ordinate and facilitate the effective implementation of the Special Education Pilot Project. In this respect, it appears to have been effective overall.

IMPLEMENTATION AND OPERATION OF THE LEARNING CENTRE

In each of the Work Group's reports, the conversion of self-contained classrooms into Learning Centres was identified as a key factor in the implementation process. The self-contained classroom was seen as providing a base for the Learning Centre's development. The self-contained classroom teacher would become the Learning Centre teacher, the classroom would be converted into the Learning Centre, and the pupils would become Learning Centre pupils almost automatically. The key event in the Special Education Project was to be the placement of pupils who had been in the self-contained classroom into a regular classroom with Learning Centre support. Of the three schools accepted into the project, only one had a self-contained classroom. Therefore, a major factor in the implementation process, for two of the schools, was that they did not have the anticipated self-contained classroom from which to develop the Learning Centre. This also meant that the implementation process varied for each school. The following section will identify and discuss the implementation process - both in general terms and specifically in regard to the strategies that the individual schools used.

Pupil Selection and Placement

The first pupils to be placed in the Learning Centre were those who were mandated, by the terms specified in the Work Group's report, as "target pupils". This included pupils who were referred and accepted (or placed) for itinerant support, Reading Clinic or Special Program (Primary, Junior). These pupils, with their parents' written permission, were automatically placed in the Learning Centre and did not require a new I.P.R.C. (Individual Placement and Review Committee).

Identified pupils were pupils who were considered for Learning Centre placement but were not "target" pupils. They were identified by their teacher, the psychoeducational consultant and/or their parents, as pupils who could possibly benefit from Learning Centre support. Once they were identified, they were assessed after written authorization was obtained from the parent. Based on this assessment, written information from the teacher and with the parents's written authorization, the pupil was discussed at the local school I.P.R.C. If the pupil was deemed an appropriate candidate, he/she was accepted and placed in the Learning Centre (or on the Learning Centre waiting list).

Once an I.P.R.C. referral for Learning Centre placement had been received by the school, the in-school team decided first, if there was a place available for the

pupil in the Centre, and second, if there was a place, how the pupil would be serviced by the Centre.

Some of the schools had more pupils than places in the Learning Centre. The in-school team ranked each pupil in terms of priority - priority was determined on the basis of the pupil's needs. Pupils who were deemed to have the most "serious" needs, i.e., in terms of how well they could or could not function in the regular classroom without Learning Centre support, were placed immediately in the Centre. Once the "quota" of pupils for the Centre was met, the other pupils who had been recommended for placement were put on a waiting list. The "quota" was determined by two factors, the number of pupils programmed for Learning Centre assistance, and second, the amount of time each pupil required. The number of pupils multiplied by the amount of time scheduled for each pupil determined whether there was a place for another pupil. The Learning Centres that accommodated fewer pupils had alloted a greater amount of time to individual pupils than the Centres with more pupils. Further, pupils who had received itinerant, reading clinic or self-contained support in 1980-1981, were given first priority for Learning Centre placement - this decision was based on the guidelines set out in the implementation report and was adhered to by all the project schools. If a Learning Centre pupil was returned to the regular classroom on a full-time basis, or had his/her time in the Centre

decreased, the first pupil on the waiting list was admitted to the Centre.

The In-school Team

One successful and important aspects of the Special Education Project was the establishment of the in-school team in two of the project schools. The team consisted of the Principal, the Special Education consultant, the Learning Centre teacher, the psychoeducational consultant, the regular classroom teacher and, when appropriate, the Curriculum consultant, the ESL consultant and/or the school social worker. The purpose of this team was to plan the total school program for each pupil that was attending the Learning Centre. This involved discussing the pupil's home/social life;the pupil's performance in both the regular classroom and Learning Centre; the pupil's psychological and academic assessments; and identifying the pupil's needs and how they could most effectively be met.

At the in-school team meetings, the emphasis was placed on coordinating a total program for the pupil - both Learning Centre and regular grade. This often involved input from various other resource personnel. After each of the Learning Centre pupils had been discussed, the team then considered pupils on the waiting list for Learning Centre support. Suggestions and

appropriate materials to help implement the suggestions were given directly to the regular classroom teacher. Both the Learning Centre teacher and the Special Education consultant played a major role in identifying and providing materials to the classroom teacher for programming for these children. Often suggestions were made with respect to groups of children and ways of working with them in the regular classroom on a particular kind of activity. Dates for review meetings were established to discuss both Learning Centre pupils and pupils on the waiting list. After a given amount of time, the pupil was discussed again by the team to see if the pupil's program was effective in terms of meeting his needs effectively.

For some pupils on the waiting list, input from the Special Education consultant, the Learning Centre teacher, the psychoeducational consultant and Curriculum personnel was sufficient. In other instances, there were pupils whose needs were more complex and for whom more information was required. Rather than obtain parental consent for a psychological assessment at this stage, the Learning Centre teacher often worked briefly with these children, and subsequently consulted with the psychoeducational consultant. The Learning Centre teacher administered tests such as Frostig, simple vocabulary tests, the Wepman, and some of her own academic tests. Following this, either additional program suggestions were

made to the classroom teacher or a recommendation was made for a full assessment. There was a substantial reduction in the number of assessments as a result of this process. Regardless of whether further assessment was necessary or not the in-school team was effective in helping arrange and facilitate some immediate assistance within the regular classroom setting.

The in-school team operated on a consultative model which facilitated communication and cooperation among all of the key personnel involved in the pupil's total school program. It also acted as a resource committee which drew on the particular expertise of different resource personnel when appropriate. Interviews with various teachers indicated that the team was successful in implementing a well-developed and coordinated program for pupils in the Learning Centre and on the waiting list.

The success of the in-school team was dependent on the cooperation of all of the personnel involved and on the availability of supply teachers who provided release time for the teachers. The meetings usually occurred weekly. A supply teacher was brought in to enable the regular classroom teacher to attend the meeting. The supply teacher would have a list of the pupils who were being discussed and would move from classroom to classroom, covering the regular grade teachers throughout the day, without this release time the in-school team would not have been able to function.

The in-school team benefited not only the Learning Centre but also the regular classroom. It was instrumental in discussing and helping to implement strategies for developing effective programs for pupils as well as coordinating the pupil's regular and Learning Centre program. The in-school team was viewed, by all of the personnel involved, as an essential factor in the successful implementation of the Learning Centre.

Once a pupil was placed in the Centre, the school's in-school team made three decisions regarding the pupil's placement in the Centre. One, it would decide the amount of time the pupil required in the Centre. This decision was based on the needs of the pupil - for example, a pupil who was reading three years below Grade level would likely be alloted more time than a pupil reading one year below Grade level or a pupil who needed assistance in several academic areas would be scheduled for a longer period of time than a pupil who required support in only one area. This was a complex issue because each pupil's needs were unique - it was through discussions relating to the pupil's background, regular classroom work, behavior and academic abilities that decisions were made regarding the appropriate amount of time that should be spent in the Centre. This decision was further tempered by the amount of time that was available - thus, it was possible that a pupil was recommended for one hour in the Centre but was scheduled for thirty minutes because the Learning Centre

did not have a "one-hour placement" available. However, this situation rarely occurred - the Centre, by and large, accommodated pupils for the recommended amount of time.

The second decision related to the programming for the pupil. On a daily/weekly basis, this was modified by the Learning Centre teacher but initially, it was devised by the team. Staff and/or consultants representing Curriculum, English as a Second Language, and Special Education, frequently participated in these discussions; if a pupil required assistance in any of these areas, the representative would make suggestions and/or often suggest or supply materials that he/she thought would enrich the pupil's total school program. Further consultations with the regular classroom teacher, Learning Centre teacher and the appropriate department "representatives" were often arranged following these meetings. For example, if a pupil was having difficulties with reading, and if the Curriculum representative had suggested specific materials that would be appropriate to the pupil's needs, at the meeting, later he/she might meet with the teachers and further discuss the needs of the pupil and ways of effectively using the recommended materials. Input from each member of the Committee regarding the individual pupil was used to design the Learning Centre program; thus, every pupil in the Centre was, in effect, on an individual program.

The third decision the Committee made was regarding

the most appropriate time for the pupil to attend the Learning Centre. This decision was based on two factors: first, the pupil's regular classroom timetable (Learning Centre time had to be scheduled so that it did not interfere significantly with regular classroom activities and/or other required activities, French, gym, etc.), second, the Learning Centre timetable (the pupil had to be scheduled into an open, available, time slot). The responsibility for scheduling pupils entailed an interplay between the time that was most convenient for the pupil and the time that was available in the Learning Centre. The specifics of this decision were worked out through consultation between the Learning Centre teacher and regular classroom teacher. All the Learning Centres had large timetables posted that indicated the various times that pupils were scheduled to attend.

Construction of the Learning Centre

A problem for all three schools during the early part of the implementation process was that the Learning Centres were not ready to begin operation in September 1981, (i.e., construction of the Centre was not completed). Different reasons accounted for this in each school but they were similar in that they were all external to the project, e.g., in one case, the location of the Centre had to be changed because another class had

to occupy the room, in another the school was being painted. One school did not accept pupils into the Centre until it was completed, another accepted only a few pupils at a time, and the other ran more social types of programs that did not require academic materials to function. Each school ran the best program it could manage under the circumstances but the implementation process was delayed. Each of the Learning Centre teachers observed pupils as they worked and interacted in the Centre, tested them, and discussed their regular classroom program with their teachers. This process was also delayed and individual programs for each pupil were not fully developed, in most cases, until November 1981.

In interviews with the teachers, the most frequently mentioned problems associated with these delays were that:

> "The students became anxious because there was no routine established - some days they would go to the Learning Centre and on other days, they could not."
>
> "It was hard to carry out a structured program in the Learning Centre - because it was so unstructured. The Centre in September was not physically conducive to running a program and there was also a problem with finding appropriate materials - everything was in boxes."
>
> "I wanted to start testing students in mid-September but it was a slow process because we did not have an appropriate place to carry out the tests and all of the students were not yet attending the Centre."
>
> "Some parents became annoyed when their children were not attending the Centre by the end of September."

In summary, the Learning Centres were not ready when school opened due to factors that were not directly related to the project. The schools coped with this problem in different ways and the Learning Centre began to operate fully when the Centre was completed.

The Learning Centre Teacher and Educational Assistant

The Learning Centres have a full-time Special Education teacher and a full-time educational assistant.

Staffing the Learning Centre did not present a problem in any of the schools. The teachers and assistants had all had previous experience with exceptional pupils and appeared to have no problems in implementing the Centre.

The educational assistant played an essential role helping the Learning Centre teacher in the operation of the Centre. This assistance took many forms, most frequently these assistants would perform the following duties:

(1) She would work with a pupil while the Learning Centre teacher worked with another pupil or tested a pupil.

(2) She would help prepare materials used to implement the pupils' programs.

(3) She would assist the Learning Centre teacher in developing individualized programs for pupils and help to implement them. For example, reading skills were assessed and a program was

designed based on this assessment. The assistant would help execute the program and monitor the pupil's progress.

On the few occasions when the assistant was absent, the Learning Centre was not able to operate fully. There was always more than one pupil in the Centre at a time, usually several, and each pupil had his/her own program of instruction. In order to assure that each pupil followed his/her program and to assist each pupil in this, it was seen as imperative that at least two people were working in the Centre. In each school, the Learning Centre teacher and the educational assistant worked together to develop and deliver specific programs for each pupil and to ensure that the Centre ran smoothly.

Program Planning and Delivery for Learning Centre Pupils

Operation of the Learning Centre can be divided into two basic areas: planning and delivery. Each pupil in the Learning Centre had an individual program which corresponded to his/her needs. For example, a pupil who had difficulty with reading would have a specialized reading program designed for him/her. This program changed to fit the changing needs of the pupil, thus it was frequently reviewed. The program was designed by the Learning Centre teacher, with input from the educational assistant, the regular classroom teacher, and the Program Planning Committee (In-service Phase II). It was also

necessary for the Learning Centre teacher and Regular classroom teacher to schedule each pupil - i.e., the time spent in the Learning Centre had to complement the time spent in French, music, gym, regular classroom program, etc. The pupils were also often programmed by group. The same pupils attended the Centre at the same time and the Learning Centre teacher attempted to create groups that would work together well. For example, some pupils, worked better in the Centre if they came with a "friend"; for others, this would have been disruptive. The Learning Centre teacher tried to schedule the pupils accordingly.

This planning represented a large amount of time and effort. Plans had to change as the pupils' needs and other activities changed, often a change in one pupil's time in the Centre would necessitate a change for another pupil. Despite the complexities of this planning, it worked well in each school. The scheduling appeared to have some flexibility which would accommodate reasonable changes or disruptions.

The average pupil spent 70 minutes per day in the Learning Centre; in a few cases, however, more than an hour and a half was spent in the Centre daily and in other cases, only 30 minutes per day were spent in the Centre. The amount of time a pupil spent in the Centre appeared to be dependent on two factors. One, the number of pupils attending the Learning Centre affected the individual time alloted to each pupil. The school with the fewest number

of pupils in the Centre had an average time spent in the Centre per pupil which was 30 minutes longer than the Centre with the greatest number of pupils. The second factor related to the pupil's needs - the more serious the pupil's needs, the more time spent in the Centre. Pupils who had been in self-contained classrooms in 1980-1981 also, on the average, spent more time in the Centre than pupils who had not been in self-contained classrooms.

The Learning Centres, once the initial problems of establishing them were overcome, were implemented with relatively few problems. When problems did arise, and these usually had to do with individual pupils, they were discussed and resolved by the Program Planning Committee. Other aspects of the implementation process are discussed elsewhere in this report. For example, Phase II of the in-service was a major factor in facilitating the implementation process.

Although the characteristics of the project schools were quite different, the operation of all three Learning Centres was remarkably similar. (These varied school characteristics have not been elaborated so that confidentiality could be maintained.) The basic format for running the Centre was similar in each school. This similarity is probably accounted for in part by the close contact that each Learning Centre had with the Learning Centre Consultant. This meant that each Learning Centre had the same "guidelines" for establishing and running the

Centre, and access to the same resources. Phase II of the In-service Program was also partly responsible for this.

THE LEARNING CENTRE PUPILS

Pupil Profile

Although the number of pupils attending the Learning Centres fluctuated slightly during the year, there were sixty pupils involved in the pilot project. Forty-six per cent of these pupils had been receiving some type of support service in 1980-1981, fifteen per cent had already been in Learning Centres, eight per cent had been in the Reading Program, fifteen per cent had been in self-contained classrooms and eight per cent had received some kind of itinerant support. Only five pupils (eight per cent), however, were the original target pupils, that is, pupils who were changed from a self-contained class in the school to a regular class accompanied by withdrawal support from the new Learning Centre. The teachers observed that many of the pupils who had not been receiving support services in 1980-1981 had been suggested as being in need of them. Forty of the pupils, (80 per cent) had been retained for at least one grade.

The pupils serviced by the Learning Centre were placed there for a variety of academic and behavioural needs. The majority of pupils needed support in both of

these areas. The degree of support the pupils required also varied greatly - although none of the pupils were believed to have "problems" that would significantly interfere with their functioning in a regular classroom. The most common areas where academic help was provided were reading, mathematics and the development of written or oral skills. The pupils needing behavioural attention were withdrawn, lacked self-confidence or had problems concentrating, rather than displaying more explosive types of behavior. The Learning Centre teachers had details about the needs of each pupil including information on test scores, home life, performance in the regular classroom and evaluations from the psychoeducational consultant, regular classroom teacher, and where relevant, the social worker.

Pupil Progress

Each pupil's progress was carefully monitored throughout the year. The in-school team, consisting of the Learning Centre and regular classroom teachers, psychoeducational consultant, Special Education consultant, principal and any other department representative that was involved in the pupil's program, met at least four times during the year to discuss each pupil's progress. "Progress" was not evaluated by a defined standard or specific criterion but rather each pupil was evaluated individually in terms of his/her own

progress. This was evaluated generally in terms of the pupil's functioning in the regular classroom and specifically in terms of improvements made in the specific areas in which the pupil had been diagnosed as needing assistance. Test scores as well as staff evaluation of the pupils were reviewed.

Ninety-two per cent of the pupils (i.e. 55) were evaluated as having made good, very good or excellent progress. Five pupils were assessed as not having made any progress. The pupils evaluated as having made no progress were also viewed retrospectively as "inappropriate placements"; in each case the severity of the pupil's "behavioural problems" was so great that it prevented successful integration into the regular classroom. Each of these pupils was recommended for self-contained placement in 1982-1983.

Many of the pupils made exceptional progress with Learning Centre support. Twenty per cent of the pupils were evaluated as having made academic progress that represented improvement of three grade levels. Significant improvements were also observed in emotional-social behavior; in four of the more dramatic cases, the pupils, who were completely withdrawn in the Fall 1981 were fully integrated into the regular classroom by the Fall 1982.

Evaluations of the pupils' progress as reported at the meetings of the in-school team were noted and the

research assistant collected additional information through interviews. Some of the regular classroom teachers, all the Learning Centre teachers, two of the assistants and in some cases, the psychoeducational consultant and the ESL teachers were interviewed. In every case, the evaluations from one source were confirmed by another source, for example, in no case did the Learning Centre teacher give a significantly different pupil evaluation from that given by the psychoeducational consultant. These agreements were about pupil progress. A pupil assessed by one person as making great progress was not assessed by others as making little or none. Some of these evaluations were "objective", i.e., improvements in tests scores and others were more subjective, i.e., "she/he gets along with other students so much better now"; "she/he enjoys school work now"; "reading skills have improved dramatically"; and "she/he actually loves to write stories now". For 80% of the pupils, there was an improvement in test scores which seemed noteworthy to these assessors.

Three of the five original target pupils moved on to a senior school at the end of the year. These three pupils were placed in self-contained classrooms. The senior schools they went to operated on a full rotary timetable and it was felt that they could not effectively cope with this rotary program.

SUMMARY AND DISCUSSION

During the years since the Special Education Work Group began meeting, the number of Learning Centres increased greatly (from 21.5 in September 1977 to 99.5 in September 1982). Only three schools volunteered for the pilot project that was proposed by the Work Group. None had Learning Centres but only one had a self-contained class to convert to a Learning Centre. This report examined the implementation of the Learning Centres in the three schools. The goal of improving the functioning of pupils in the regular classroom through a withdrawal Learning Centre program, was successfully met. However, it must be emphasized that only five pupils were actually mainstreamed as intended in the original plans, (i.e., converted from self-contained to withdrawal Learning Centre support). Of these five, three pupils entered senior school in September 1982 where they returned to self-contained classes. These senior schools had a full rotary schedule: it was felt by some teachers that had a full time (non-rotary) senior program been available, they would have been able to function in it with heavy Learning Centre support. (The other two original target pupils are continuing on a regular program with heavy Learning Centre

support.) The pupils involved in the project obviously benefited greatly. This is evidenced by the improvement in test scores, the psychoeducational consultant's reports, comments from the principals, comments from the regular and Learning Centre teachers, self reports from the pupils themselves and comments made by parents at meetings with the in-school team. Staff comments included: "one of the best programs this school has been involved in"; "the Special Education Consultant added immensely to the project - it is the only project I have been involved in in ten years where the resource person was always readily available"; "the improvement in the Learning Centre pupils has been phenomenal - both in their behavior and academic performance"; and "I have seen miraculous improvements in some of the pupils - they progressed from completely withdrawn, unreachable pupils to pupils that could function well in a regular classroom setting, could interact with their peers and above all, were for once happy". The pupils made comments such as: "I feel like I am a bigger part of the school than I was in the special (i.e., self- contained) class last year"; "I feel ready for senior school next year, because I was in a real class this year"; "my work is much easier now - I understand better"; "I am not afraid anymore to stand up and read in class"; and "I like school now, I did not like it too much last year". Comments from parents ranged from: "amazed at____(pupil's name) progress - this is

the third school and fifth program he has been in in the past four years - it is the first one that has really helped"; "she_____(pupil's name) for the first time wants to go to school, she brings home her work from _____(Learning Centre teacher) and insists that I help her with it"; "he_____(pupil's name) seems so much happier this year - he just raves about the Learning Centre"; and "I have observed the Learning Centre and the teachers - the program is terrific".

There were some individual cases where progress seemed remarkable: a grade 5 pupil who could not read in September, through an intensive Learning Centre program, which was reinforced in the regular classroom, was effectively reading on her own by June; a completely withdrawn, very disruptive pupil who "refused" to do any academic work in September, was eagerly writing highly-developed, imaginative stories, using a word processor located in the Learning Centre, by January; a pupil who refused to interact with other pupils or teachers was actively participating in both school and extra-curricular activities by the year's end. The progress in each case was attributed, by the school staff, to the Learning Centre support that the pupil was receiving. When different members of the school staffs were interviewed regarding their evaluations and perceptions of the Learning Centre, their responses were very positive with regard to the effects the program had

on the pupils. Some of the responses included: "it worked well, but it was clearly needed earlier"; "the Learning Centre met the pupils' needs very well, it helped to integrate them back into the mainstream"; "it gave regular classroom teachers 'a break' from some of their more disruptive pupils"; and "of all the special programs that have been offered in this school, I have seen the most marked improvement in Learning Centre pupils in terms of both their academic work and behavior". The effects of the Learning Centre itself received no negative comments.

Although the Learning Centre received nothing but positive acclaim, other aspects of the pilot project were not regarded as favourably.

The major concern expressed by the school staff was that the Learning Centre would be seen as a replacement for all self-contained classrooms. School staff stressed that regardless of the success of the Learning Centre, some pupils would still require self-contained placement and that placement in a regular class with Learning Centre support would be completely inappropriate for these pupils.

Criticisms regarding the planning and initial implementation of the project have already been discussed. Because of construction delays, testing and programming for the target pupils were frequently not completed until November. This, according to many staff members, caused inconvenience not only for the pupil but also for the

operation of the regular classroom. Furthermore, the Learning Centre teacher felt that testing, if it is to provide a relatively accurate profile of the pupil, should not be done until the pupil has been in school, and in the Centre for at least a month. This allows the pupil time to "settle in" and recoup much of what has been temporarily lost during the summer vacation. The Centre was not operating fully until at least October, this meant that the "settling in" period often was not provided before testing started.

There was a feeling that with more teacher consultation, timing of meetings could have been improved, planning would have been better, there would have been fewer alterations of staff and pupil assignments in September and communication would have been more effective.

Another "problem" was that: in one school, due to lack of interest on the part of the staff, Phase II never developed; the Learning Centre teacher thought that this was unfortunate for the project as it, in effect, meant that the team approach was not attempted and thus was not established.

In the other schools it was felt that there was not sufficient release time provided to allow the Phase II to be implemented in the way it was outlined in the proposal - especially in relation to the development of the team approach. The team approach required that teachers

"discuss and program for individual pupils together" however, with the exception of the provision of release time for Phase II meetings, which were designed to initiate this process, no other release time was provided. This meant that teachers had to find time, on their own, to carry out the process; given the already substantial demands on teacher's time, this was very difficult. In addition, the team approach required not only that teachers discuss pupils together but that the regular classroom teacher "visit" the Learning Centre and that the Learning Centre teacher "visit" the regular classroom - without the provision of release time, this was very difficult to accomplish.

Finally, there was a feeling that some staff members did not want to participate in the project but felt they had no choice, as a result they were not interested in or committed to developing a team approach. It was felt that in the future, teachers should clearly be given the option of "opting in or out" of the project (i.e., be given the choice of whether to have Learning Centre pupils in their classes). Staff members felt that this would guarantee not only commitment to the team approach but also to all other aspects of the project.

In conclusion, the project succeeded in providing programs that worked well for most of the target pupils. It must also be remembered that the project schools were unique in terms of their pupil population, communication

styles and teaching strategies and that they each developed their own ways to meet their specific needs. This was not done without problems and one must repeat the four key points emphasized by the staff:

(a) some pupils do need self-contained programs;

(b) team approaches with a pupil focus require a lot of staff time for which release time is essential, as well as the provision and commitment of a lot of consulting time from resource personnel and consultants;

(c) obtaining staff commitment is vital both for a team approach and for mainstreaming;

(d) if consultation is to take place, there must be cooperation between the regular classroom teacher and the Learning Centre teacher and the regular teacher must be willing to make modifications in the pupil's program according to decisions made by the in-school team.

REFERENCES

The Board of Education for the City of Toronto. Draft report of the special education work group. Toronto: Author, 1979.

The Board of Education for the City of Toronto. Consultation draft - final report of the special education work group. Toronto: Author, 1980.

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APPENDIX

BOARD OF EDUCATION
Office of Director of Education

April 23, 1981

TO THE CHAIRMAN AND MEMBERS
OF THE SPECIAL EDUCATION COMMITTEE:

PART II

Reasons for the Limited Response
to the Special Education Pilot Project

The following is an excerpt from the minutes of the School Programs Committee meeting of March 9, 1981:

> "THAT the Director report to the School Programs Committee meeting of Tuesday April 21, 1981, on the reasons for the limited response to the Special Education Pilot Project proposal, with particular regard to all Inner City Schools (with the exception of Inner City Project Schools), and that the Report suggest what adjustments to the proposal would be necessary in order to ensure greater interest and participation."
>
> (Report #81-19)

Accordingly, the following report is submitted.

It was decided to conduct a survey in two ways; these are reported below as Part A and Part B. Part A, conducted by the Research Department, consisted of a telephone interview. Part B, conducted by the Chief of Student Services, the Inner City Coordinator and the Assistant Superintendent, Special Education, consisted of visits to 6 junior schools.

Part A

On March 13, 1981, a note was placed in the Weekly Circular informing junior school principals that a member of the Research Department would be interviewing them by telephone in order to prepare a reply to the above request. Shortly thereafter, the Chief Educational Research Officer and the Research Associate did the interviewing. The interview began with a reference to the notice in the Weekly Circular and an assurance that all replies would be anonymous. The principals were first asked the question, "What were your reasons for not participating in the Special

Education Pilot Project?"; they were then asked, "What adjustments could have been made in the proposal to ensure your participation?"

All principals of schools with a junior school program were listed as eligible for the interview with the exception of those who had volunteered for the project and those who are principals of Inner City Project Schools. Of the 85 eligible principals, interviews were completed with 80 or 95%.

The majority of the 80 schools (53) are inner city. Using the 1980 Inner City Criteria, 14 are in category 1, 17 in category II and 22 in category III. The responses to the questions were sorted according to the schools' inner-citiness.

Table 1 (Appendix A) provides a summary of the reasons the principals gave for not participating in the project. Table 2 (Appendix B) indicates the number of reasons given by the principals, most of whom gave two or three.

Grouping the responses blurs some of the philosophical differences among the principals and some of the differences in the schools (physical characteristics, student characteristics, and staff characteristics) which combine to make each school unique, as will be seem in Part B. Nonetheless, there were several reasons which were mentioned by many principals.

The most common reason for not participating in the project - given by 45% of the principals - was that their schools do not meet the criteria required for participation. These principals pointed out that their schools are too small to justify the program, too small to permit the reorganization required, not designated as inner city, already have Learning Centers and/or don't need such a program. This reason is strongly related to the inner citiness of the schools - 78% of the principals of schools not designated as inner city gave replies fitting into this category.

Secondly, 30% of the principals referred to their extant self-

contained Special Education classes and emphasized that these classes are needed to meet the needs of these students. Some principals worried about integrating students from behavioral classes.

Thirdly, 29% of the principals pointed out (in some instances quite forcefully) that they already have too many other things to do. Some of the Board projects and other activities they referred to were A.B.C., E.I.D.P., the Toronto Observation Project, French Immersion, affirmative action, research activities, and race relations.

Some of the principals (21%) pointed out that they already integrate many of their students or integrate them as much as possible.

Various negative statements were grouped under the fifth reason for not participating - no time to plan - listed in Table 1. The principals talked of "pushing", "ramrodding", "constant intrusions", "trustees' hidden agendas", and "incompleted projects". Lack of flexibility in staff assignment was another concern of 15 principals, some of whom spoke about special instructional programs and arrangements which would be destroyed if they participated. These points, the fifth and sixth reasons, were most typical of the principals with schools in inner city category I.

Thirteen principals felt that there was not nearly enough recognition in the PTR of the magnitude of the request that was being made. A dozen principals gave as one of their reasons that they were new to the school; included in this category was one principal who was ill at the time of the request and another who expects to retire shortly.

In ten cases school staff said "no". The principals usually felt that this was because of the heavy commitment required from the complete staff.

Ten of the respondents felt that the criteria were fuzzy as to

whether they were an appropriate school or that the proposal was vague, or that not enough was known about the outcomes of implementing such a project and that there were unanswered questions.

In seven cases, the amount of in-service was considered a problem. In six cases there was no space in the school for additional staff. In five instances parents were satisfied with present placements or did not want integration. There were also five principals who expressed concern about the ability of the regular teachers to cope with the pupils being integrated or who wondered if a crash in-service program would be adequate. Four principals felt that their ESL students would be hurt by the proposed arrangements. Three questioned the ability of Learning Centers to handle the wider range of problems. Three complained that some of their pupils would be bussed from the school because they would still require self-contained classrooms. Two thought that they would have had little chance in competing for status as a project school. Two said that the parents were shocked at the cost the proposal represented. Two said that "kids aren't dumped". Fifteen of the principals gave other individual reasons which did not fit the above categories.

After presenting their various reasons for not participating in the project, most principals had little to add when asked the second question (a table of responses was not prepared). Thirty-seven (46%) of the principals said that there is nothing which could be done to ensure their participation in the project or responded that the question was inappropriate. Twelve of the principals said that some kind of "sweetening of the pot" (e.g., a better PTR) would be necessary for their participation. Nine principals spoke of needing more flexibility and their desire to retain some control over staff allocation. None of the other suggestions for improving the project for participation were mentioned by more than

four principals. The principals listed such things as more time, better definition of criteria, Special Education for the gifted, fewer Board projects, more information, better explanations and reassurance that this is not another project that would not be followed through after a couple of years.

Other suggestions were that the criteria should be changed so that schools with only a few Special Education students aren't eliminated, that a team approach should be developed so that each school would have a package that is unique and appropriate for its needs, that there should be more guaranteed support for the program from the Special Education Department, and that delivery of curriculum should be assured.

There were a few principals who expressed resentment about the schools that did not meet the criteria but got accepted.

On February 2, 1981, the Principal Officials considered enquiries from two schools. Because the deadline for submission of applications had passed and consultation had not taken place with the school staffs and parents, it was agreed that the requests should not be considered.

Part B

A team consisting of the Chief Co-ordinator, Student Services, the Inner City Co-ordinator, and the Assistant Superintendent, Special Education visited six junior schools to interview the principals.

The team asked two questions:

i) What is the reason for not responding to the Special Education Pilot Project Proposal?

II) What adjustment to the proposal would be necessary in order to ensure their interest and participation?

Responses to Question i) include the following:

School A I was very supportive of the Project, maybe at the last

I pushed it too much. The staff was opposed to the concept that they all would have to work together with Special Education and English as a Second Language. They saw this as an additional workload. The staff felt that the Board has just laid too many things on teachers lately.

School B The principal discussed the draft proposal with the staff. The staff had turned this down because the proposal did not contain sufficient flexibility to meet the needs of their school and they felt that the majority of the pupils in their Special Program (Junior) needed a self-contained class placement. The staff also felt that they required more English as a Second Language rather than Special Education. The principal never proposed the final Pilot Project to the full staff. Instead, the Inner City Co-ordinator was asked to review the school's inner city factor to determine whether it was entitled to additional staff. The principal also felt that, since one school had received an additional half-time teacher by appealing to a Board committee, it would be appropriate to do the same.

School C The principal and staff were very interested in the proposal, but as the time-line for in-service was delayed, the staff made a commitment to A.B.C. and the T.O.P. programs to meet their in-service needs. The school had already converted its Special Program (Junior) to a Learning Center that past September and had made arrangements with a neighbouring senior school to share its physical education program.

School D The principal and staff felt they did not have a chance since the school did not meet the criteria and especially so in competition against inner city schools.

School E The principal and staff were very interested, but felt that there was not sufficient flexibility in the proposal to accommodate their physical education program. The staff also felt that the staffing committee should make all the decisions related to extra staff.

School F The principal had just arrived at the school and he felt he did not know the staff nor the community well enough to ask them to become involved in the project.

Responses to Question ii) What adjustment to the proposal would be necessary in order to ensure their interest and participation?, include the following:

- carry out organization and provide in-service completely during school hours;
- a good proposal with no changes suggested;
- change the criteria so that non-inner city schools would gain equally in staffing by their participation;
- remove the criteria that schools must have Special Education programs in order to generate additional staff;
- provide clear direction as to how principal would present the proposal to both staff and community;
- Staffing Committees should have the authority to determine the assignment of any additional staff generated;
- assure the school that the additional staff obtained through the project would not be removed after the two year period;
- assure that the Learning Center would not become part of the remedial program;
- increase the incentive as to additional staff generated.

MITCHELL LENNOX,
Superintendent of Professional Services.

EDWARD N. McKEOWN,
Acting Director of Education.

Appendix A

TABLE 1

REASONS FOR NOT PARTICIPATING
IN
SPECIAL EDUCATION PILOT PROJECT

Reason *	Total No.	% of Respondents**	Inner City Category I	Inner City Category II	Inner City Category III	Not Inner City
Do not meet criteria	36	45%	2	6	7	21
Present Spec. Ed. classes meet needs	24	30%	5	4	9	6
Too much else going on	23	29%	3	7	5	8
Integrate now	17	21%	1	3	7	6
No time to plan	16	20%	6	5	1	4
No staffing flexibility	15	19%	7	2	3	3
P.T.R. still inadequate	13	16%	1	4	6	2
New Principal	12	15%	2	4	3	3
Staff said NO	10	13%	0	5	2	3
Vagueness in proposal	10	13%	3	2	2	3
In-service requirements too much	7	9%	1	3	3	0
No space	6	8%	0	0	4	2
Parents don't want it	5	6%	1	1	2	1
Regular teachers might have difficulty	5	6%	0	0	5	0
Would hurt E.S.L.	4	5%	0	0	3	1
Will L.C. work?	3	4%	1	1	0	1
Kids shouldn't be bused	3	4%	1	1	1	0
Not likely to get it	2	3%	0	2	0	0
Cost shocked parents	2	3%	0	1	1	0
Kids aren't dumped	2	3%	0	2	0	0
Other	15	19%	3	7	3	2

* A summary statement of similar ideas

** 80 Respondents

Appendix B

TABLE 2

NUMBER OF REASONS GIVEN BY PRINCIPALS

Number of Reasons	Total Number of Principals	Inner City Category			Not Inner City
		I	II	III	
one	14	4	4	2	4
two	24	4	1	5	15
three	21	2	3	7	9
four	11	3	5	3	0
five	4	0	1	2	1
six	2	0	2	0	0
seven	3	1	0	2	0
eight	1	0	1	0	0
Total Number of Reasons	230	37	60	67	66
Total Number of Principals	80	14	17	22	27
Average Number of Reasons	2.9	2.6	3.5	3.0	2.4